

**Food and Agriculture Organization  
of the United Nations**

**REPORT OF THE SPECIAL  
MEETING ON URGENT FOOD  
PROBLEMS**

Washington, D. C., May 20-27, 1946



Washington, June 6, 1946

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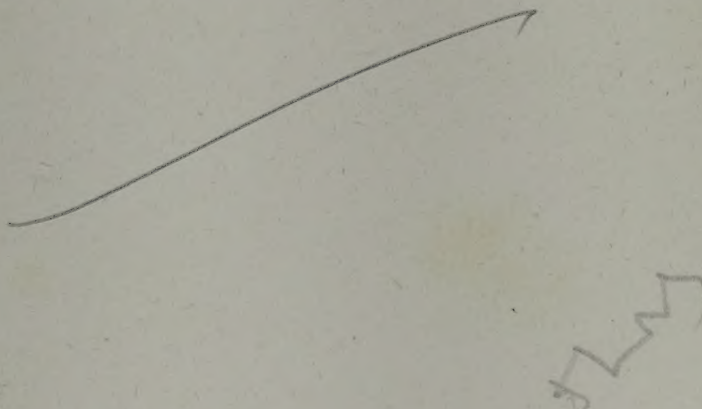




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# SPECIAL MEETING ON URGENT FOOD PROBLEMS

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The following acted as secretaries of working groups in prepar-  
ing the *Appraisal of the World Food Situation, 1946-47*, and attended  
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## PREFACE

○ ON FEBRUARY 11, 1946, the General Assembly of the United Nations discussed the urgent food problems of the world and unanimously passed the following resolution:

“The damage caused by war and the dislocation of agricultural production resulting from the shortage and dislocation of labor, the removal of draught animals, the shortage of fertilizers and other circumstances connected with the war have caused a serious fall in world production of wheat. In addition a large number of countries, including some of those which are normally the largest producers of grain, have suffered serious droughts and have therefore reaped abnormally small crops. The supply of rice is also so short as to threaten a famine in certain areas. There is, moreover, a serious risk of grain production in the coming season being insufficient to prevent continuing hunger; for these reasons the world is faced with conditions which may cause widespread suffering and death and consequently set back all plans for reconstruction.

“The General Assembly therefore,

1. Urges all governments and peoples to take immediate and drastic action, both directly and through the international organizations concerned, to conserve supplies, by securing adequate collection of crops from the producers, by saving food and avoiding waste, and to ensure the maximum production of grain in the coming season;
2. Notes that several of the United Nations have recently announced measures to reserve grain supplies for direct human consumption and to secure increased production;
3. Urges all governments to publish as full information as possible regarding their own supplies and requirements of cereals and the steps they have taken or are prepared to take to achieve the objectives expressed in paragraph one;
4. Requests the international organizations concerned with food and agriculture to publish full information in their possession on the world food position and the future outlook, and to intensify efforts to obtain as full information as possible on this subject, in order to assist governments in determining their short term and long term agricultural policy.”

During the Assembly discussion a telegram from the Director-General of the Food and Agriculture Organization of the United Nations to the President of the Assembly and the Secretary-General of the United Nations was circulated to all delegations:



“In light of food situation forecast for 1946-47 FAO willing accept responsibility for mobilizing world resources to meet this crisis. As a first step we would propose calling conference earliest possible date of representatives of international organizations concerned with this problem and representatives of countries having major contribution to make in increasing production and maximizing utilization of basic foodstuffs such as cereals fats and oils. In order to facilitate immediate action it is very essential that responsible ministers should attend conference.

ORR”

On March 19 the Director-General discussed with the Executive Committee of FAO the role which the Organization should play in regard to the urgent food crisis and the steps which should be taken. It was decided that while the question of the best utilization of the food supplies available up to the 1946 harvest was not a responsibility of FAO, the Organization should, as the permanent agency of the United Nations in the field of food and agriculture, summon at the earliest practicable date a special meeting to consider how the nations can best deal with the position in 1946-47 and 1947-48.

The Director-General therefore issued invitations to the inter-governmental organizations concerned with food and agriculture and to those nations which had a major contribution to make in solving these problems, asking them to participate in the Special Meeting on Urgent Food Problems.

The Meeting was attended by delegations (or observers) from the following organizations and governments:

Combined Food Board (Observer) <sup>1</sup>	Emergency Economic Committee for Europe
International Bank for Re- construction and Develop- ment (Observer)	International Labour Office (Observer)
United Nations	United Nations Relief and Rehabilitation Administration

Argentina	Australia
Belgium	Brazil
Canada	Chile
China	Cuba
Czechoslovakia	Denmark
France	Greece (Observer)
India	The Netherlands
New Zealand	Norway
Poland	Siam
Union of South Africa	United Kingdom
United States of America	

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<sup>1</sup> The Board was represented by the delegations of the countries concerned.



The Government of the Union of Soviet Socialist Republics was also invited.

In preparation for the Meeting FAO with the assistance of the Combined Food Board, United Nations Relief and Rehabilitation Administration, the Emergency Economic Committee for Europe, and the departments of several governments prepared an appraisal of the world food situation for 1946-47. A number of supporting documents were also made available.<sup>2</sup> In the preparation of certain of these ad hoc advisory committees played an important part.

The Special Meeting on Urgent Food Problems sat from the 20th to the 27th of May. The Honorable Clinton P. Anderson, United States Secretary of Agriculture, was elected Chairman of the Meeting. During his absence from the final sessions, Mr. L. A. Wheeler was elected to act as chairman. Three committees, under the chairmanship of Monsieur Michel Cepede, France (Committee I), Mr. H. Broadley, United Kingdom (Committee II), and The Honorable L. B. Pearson, Canada (Committee III), were appointed at the First Plenary Session, and reported to the Final Session.

The Committee reports were adopted by the Final Session and it was agreed that they would become the Report of the Special Meeting on Urgent Food Problems.

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<sup>2</sup> See <sup>1</sup>, p. 4.



# APPRAISAL OF THE WORLD FOOD SITUATION, 1946-47<sup>1</sup>

(Issued May 14, 1946)

## INTRODUCTION

This is an appraisal of the world food situation for 1946-47 which the Food and Agriculture Organization has prepared for the Special Meeting on Urgent Food Problems. This is a preliminary appraisal which can indicate only the general outline and magnitude of the problems ahead. Current estimates of acreages and livestock numbers are at best informed forecasts, while crop yields, especially of the crops recently planted, cannot be accurately estimated until August or September, or in the case of the Far Eastern rice crop, the closing months of 1946.

As a basis for estimating food deficits or shortages under emergency conditions, an expert nutrition committee has advised that food supplies per caput daily at the retail stage<sup>2</sup> should not be allowed to fall below 2000 calories for any sizable segment of the population in continental Europe. The corresponding figure for the Far East, allowing for differences in age distribution, size, climate, etc., is about 1600 calories. To allow for disparities in consumption within countries, national averages must of course be several hundred calories above the "emergency subsistence" level. A higher "temporary maintenance" level is also given to be used in preference wherever it is at all possible. Although this level is 300 calories a day higher than the emergency level, it is still well below any health standard. A summary of the report of the nutrition committee is included in the last section of this appraisal

## I. THE WORLD FOOD BALANCE

It is clear that a critical world food shortage will continue at least until crops are harvested in 1947, even assuming average or somewhat better than average weather for the rest of 1946 and 1947.<sup>3</sup>

Some increases in production are in prospect for 1946 as com-

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<sup>1</sup> The estimates and other material upon which this appraisal is based are described in detail in a series of technical supplements. See Food and Agriculture Organization of the United Nations, Technical Supplements: 1—*Nutrition*, 2—*Continental Europe and French North Africa, 1946-47*, 3—*The Far East*, 4—*Commodities*, 5—*Fisheries, 1946-47*, 6—*Agricultural Rehabilitation Activities of UNRRA*, 7—*Fertilizers*, 8—*Destruction of Food in Storage*, 9—*Dried and Canned (Evaporated and Condensed) Milk: the Outlook for 1946-47*; Washington, May 20, 1946.

<sup>2</sup> Calories available at the retail stage, or the equivalent in the case of home-grown foods. Owing to household waste, however, actual "intake" of calories is always somewhat less than amounts supplied at retail.

<sup>3</sup> Sizable quantities of wheat from the new harvest should be available from July onwards, but the current emergency situation in the Far East will continue at least until the bulk of the new rice crop becomes available from November onwards, or, in some areas, until wheat is harvested early in 1947.



pared with 1945 in both continental Europe<sup>4</sup> and the Far East.<sup>5</sup> However, production in continental Europe generally as well as rice production in the Far East will still be well below the prewar level. The aggregate shortages in these two great areas will exceed the supplies available for shipment from the exporting areas.<sup>6</sup> Meanwhile, world stocks of food have been seriously depleted in order to meet the current crisis. Thus even though some crop improvement is in prospect, assuming average weather, the incidence of any widespread drought in the months immediately ahead might well be even more disastrous than the effects of the droughts which developed in 1945 and early in 1946.

### 1. The situation in continental Europe

Total indigenous production of food for the 1946-47 consumption year is estimated as sufficient to supply about 2100 calories a head daily at the retail stage in continental Europe and French North Africa. For continental Europe as a whole, such a food output may be estimated at around 90 percent of prewar, in terms of calories, compared with about 80 percent produced in 1945-46. Preliminary estimates are:

<i>Countries</i>	<i>Indigenous Production, 1946-47 (Calories per person per day)</i>
Denmark, Sweden	
Hungary-Romania-Yugoslavia	Above 2800
Bulgaria, Czechoslovakia, Poland	2400-2800
Finland, France, Spain, Switzerland	2000-2200
French North Africa, Germany, Italy, Netherlands, Norway, Portugal	1600-1950
Austria, Belgium, Greece	Below 1600

In making these estimates, weather conditions to date have been taken into account, and reasonably satisfactory weather conditions have been assumed for the remainder of the season. Such forecasts are, of course, hazardous so early in the year, especially for areas such as the Danube Basin, where extreme fluctuations in yields occur. It should also be noted that the food estimates are predicated on enforcement of high extraction rates and, in the Danube Basin countries, on utilization of maize for food much higher than before the war, assum-

<sup>4</sup> The term "continental Europe" as used here and throughout the rest of this statement is to be understood to mean continental Europe excluding the U.S.S.R.

<sup>5</sup> The term "Far East" as used here and throughout the rest of this statement covers India, Ceylon, Siam, Burma, French Indo-China, Malaya, the Netherlands East Indies and Philippine Islands, Japan, Korea, and China (including Formosa and Manchuria).

<sup>6</sup> Estimates of supplies available for shipment from exporting areas as used in this statement are obviously not firm estimates. Weather, prices, financial arrangements, and in many cases food management policies relating to consumption rates and amounts of cereals fed to livestock, will all affect the amounts which are eventually moved.



ing that the decline in livestock numbers has increased quantities of maize available for human consumption. Population in the countries listed in the above table is estimated at about 350 million (including 20 million for North Africa) as of January 1, 1947.

As a basis for comparison, prewar consumption is estimated to have averaged about 2500 calories a head daily in Mediterranean Europe, 2700 in the Danube Basin and Poland, 2850 in all the rest of continental Europe, and 2300 in French North Africa, or about 2750 calories for continental Europe as a whole (alcoholic beverages excluded).

Should the production estimates given be realized, imports of foodstuffs equivalent to about 16 million metric tons of wheat would be required to bring the average consumption of continental Europe to about 90 percent and of French North Africa (where prewar consumption was relatively low) to about 95 percent of the prewar level. Or assuming that sufficient meats, fats and oils, and sugar were available to bring consumption for these commodities to about 80 percent of their prewar per caput level, some 12.5 million metric tons, or about 450 million bushels of wheat (assuming at least 85 per cent extraction) would be required.

These estimates are not statements of "requirements," but they do give some idea of the magnitude of the aggregate deficit which may be expected in continental Europe and French North Africa in 1946-47. Assuming the volume of imports discussed above, average consumption could be raised to a level ranging from 2250 calories per caput daily in the European-Mediterranean area to 2550 calories or above in western Europe. With these national averages, nonfarm consumption in all of the European countries could attain at least 1900 calories or more, which would mean nonfarm consumption in some countries still under the emergency subsistence level. But even assuming imports sufficient to support these average consumption rates, the urban food situation over wide areas in continental Europe will again be disastrous in the spring of 1947 unless livestock feeding is held to a minimum and supplies are evened out not only as between different consumer classes but also over the year, i.e., consumption rates during the first half of 1946-47 are not allowed to rise above rates which can be maintained during the second.

## **2. The situation in the Far East**

With average yields, an increase over 1945 of about 7 percent or 8 million metric tons in production of paddy (unhusked) rice in the Far East may be realized in 1946, but the bulk of this rice will not be harvested until November onwards, and the estimates are still some 10 percent, or 14 million metric tons, short of the prewar level. Even under favorable conditions, supplies of new rice available for shipment from the exporting countries (Burma, Siam, and French Indo-China) are estimated at not more than 2.5 million metric tons of paddy for 1946-47 as compared with the average of over 10 million metric



tons moved from these countries and Korea and Formosa in the prewar period, 1935-39.

Current reports indicate that the wheat and other grain crops now being harvested in India are short. Meanwhile, in China production of coarse grains (cereals other than rice and wheat) is also short, and there is no reason to believe that wheat yields are more than average, while acreage may well be under the prewar level.

Attempts to calculate food deficits or shortages for this broad area, which accounts for over 50 percent of the world's population or some 1,150 million people, are hazardous indeed. But the additional bread grain which will be needed during the 12 months commencing July 1, after allowing for the use of accumulated stocks and imports of rice from the Americas and Egypt, is estimated at about 10 million metric tons, or 375 million bushels, wheat equivalent (assuming 90 percent extraction).

These estimates are not statements of "requirements" or forecasts of effective demand, but rather are indications of the imports which would be needed to offset about one half of the difference between indigenous grain supplies and the amounts required to bring per caput grain consumption back to the prewar level. However, even the prewar diet over most of the Far East was too low for promoting health and working efficiency. So far as can be estimated, some 25 million tons (wheat equivalent) of cereals or other staple foods would be needed to raise diets to their full prewar level in 1947, after allowing for the estimated increases in the rice crop which will be harvested late in 1946.

### **3. Supplies for export**

Supplies of the several foodstuffs available from the exporting countries as a whole are not likely to be any greater in 1946-47 than the amounts actually moved in 1945-46 unless effective measures are taken to reduce amounts used in these countries, either for feed or human consumption, or for both. Supplies of wheat available for export shipment from the four chief exporters are likely to be smaller, while supplies of other foodstuffs available for shipment to continental Europe or the Far East are likely to be not much different from amounts available in 1945-46.

Assuming average weather, something over 18 million metric tons, or about 675 million bushels, of wheat should be available for shipment from the four chief exporting countries in 1946-47, although the actual amount might easily range from as little as 550 million bushels (15 million metric tons) to as much as 800 million bushels (22 million metric tons), depending upon yields, differences in domestic utilization, and the extent to which stocks are rebuilt. Some wheat may be available for export from other sources—chiefly the Danube Basin and the U.S.S.R.—but such exports are uncertain and are unlikely to exceed about 2 million metric tons or 75 million bushels at best.



Substantial increases in European production are in prospect, but over against this there is the question whether existing grain economies can be maintained, the increased need for supplementary grain in the Far East, and the fact that world wheat stocks are now low, stocks in the four chief exporting countries having been reduced by about one half or around 11 million metric tons during 1945-46.

While other commodities must also be considered, especially for certain areas or consumer groups, wheat is obviously the key commodity in the international distribution of food. Altogether, some 18 to 20 million metric tons of wheat may be available for shipment from the four chief exporting countries and other sources in 1946-47, whereas actual needs for imports of bread grains are conservatively estimated at about 30 million metric tons (wheat equivalent)<sup>7</sup>. The eventual gap between amounts available and amounts needed will depend of course upon yields, upon the economies in the use of bread grains which are enforced in both the exporting and the importing countries, and upon the extent to which the coarse grains—indigenous and imported—may be used as food in 1946-47<sup>8</sup>.

Current indications are that world supplies of fats and oils will be no greater in 1946-47 than in 1945-46. Increases in production of supplies for export are in prospect for some areas, and demobilization is continuing to result in some savings, but these are about offset by decreases in other areas and by the fact that 600 thousand metric tons of the fats and oils consumed in 1945 were drawn from stocks in the United Kingdom and the United States. However, an increase in supplies of fats and oils from the liberated areas in the Pacific and Far East should develop in 1947, although not materially so until the last half.

Supplies of cane sugar available for shipment from the producing areas are likely to be about 20 percent, or 1.2 million metric tons (refined basis), greater in 1946-47 than in 1945-46.

Supplies of rice available for export from the Americas and Egypt will apparently run about 1.5 million metric tons of rough rice equivalent, or somewhat greater than for 1945-46.

Supplies of meat and manufactured dairy products available for shipment from the Americas, Australia, and New Zealand in 1946-47 are not likely to be any greater than in 1945-46.

An estimate of the amounts of food which may be available for shipment from the exporting countries, considering supplies of fats and oils, sugar, meat, dairy products, rice, and wheat as a total,

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<sup>7</sup> The 30 million metric tons is arrived at by allowing about 12.5 for continental Europe, about 10 for the Far East, and not less than 8 for the other countries or areas—the United Kingdom and Eire, Brazil and other Latin-American countries, Africa, and the Near East.

<sup>8</sup> An additional saving, perhaps a very substantial one, might also be realized by reducing cereal wastes due to insects, mites, rodents, and mold fungi. In this connection, see a section of a recent report summarizing the estimates and recommendations of an expert committee on wastage: Food and Agriculture Organization of the United Nations, *Destruction of Food in Storage*, Report on World Food Situation, Technical Supplement No. 8, Meeting on Urgent Food Problems, Washington, May 20, 1946.



has not been worked out. It is clear, however, that for all these food-stuffs together the difference between export supplies and amounts needed in the deficit areas will certainly be greater than the 10-to-12-million-ton gap indicated earlier for bread grains (as measured in terms of wheat equivalent). And it equally follows that the eventual gap will depend upon yields actually realized, upon the economies in the use of the several foodstuffs which are enforced in both the exporting and the importing countries, and upon the extent to which coarse grains are used for food in 1946-47<sup>9</sup>.

## II. THE FISHERIES SITUATION

With the reconversion of fishing craft which had been appropriated for military service, the introduction of some new boats, more labor, and some increases in supplies of materials such as fishing gear and salt, it is anticipated that fish production in 1946-47 will be substantially greater in the European area than in 1945-46.

It can be expected that the average per unit catch will now be significantly higher than in the years immediately before the war because of enforced conservation during the war in such areas as the North Sea and the western Pacific. In fact, boats now operating in the North Sea have already found this to be true. Facilities of such devastated countries as Poland, Greece, Yugoslavia, and Italy still need to be rehabilitated, but it should be borne in mind that these countries have always depended on imports to a great extent to augment their own catch.

Some 180 thousand metric tons, or 400 million pounds, of pickled herring may be available for export in 1946-47 from such countries as Norway, Iceland, the United Kingdom, Holland, Newfoundland, and Canada, and almost double this quantity could be supplied provided the necessary financing and procurement arrangements were carried through. Supplies of salted cod and related species available for export from the 1946 catch are now estimated at about 140 thousand metric tons, or something over 300 million pounds, dry-salt basis, which is about double the supply available from the 1945 catch. Supplies of canned fish available for export are estimated at about 220 thousand metric tons, or slightly under 500 million pounds, for 1946-47, which is not greatly different from 1945-46.

Prior to the war, Japan was the largest fish-catching country in the world as well as the largest exporter of canned fish, but her fishing fleets have been greatly depleted. The scope of Japanese fishing

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<sup>9</sup> In the case of the Americas, Australia, and New Zealand, the calculations summarized in this statement are based chiefly upon an appraisal of supplies which may be available for export shipment. In the case of the United States, one of the significant factors in determining the amounts of wheat available for shipment in 1946-47 will be the amounts fed to livestock. Supplies of meat and of dairy products (especially of dry skim and perhaps of condensed and evaporated milk) available for shipment from the United States in 1946-47 will depend chiefly upon the pricing and procurement policies followed. That is, the current consumer demand in the United States is more than sufficient to absorb all of the meat and milk now being produced, and this situation seems likely to continue through 1946-47.



operations is rigidly controlled by the occupation authorities, and efforts are being made to make the Japanese at least self-sufficient. It is not expected, however, that Japan will have any supplies available for export in 1946-47.

### III. FERTILIZER

Preliminary estimates of the amounts of chemical fertilizers which may be available for crops to be harvested in 1947 indicate that there may be fairly substantial increases for all three plant nutrients as compared with the amounts applied to crops to be harvested in 1946; but there will still be a deficiency of some 30 percent in the supplies of nitrogen and soluble phosphates and some 5 percent in the supplies of potash, judging from the requests of countries now before the Committee on Fertilizers of the Combined Food Board.

Fertilizer allocations (of the Combined Food Board) for 1945-46 and estimates for 1946-47 together with the prewar data are summarized in the following table:

	<i>Prewar</i>	<i>Allocations</i>	<i>Estimates for 1946-47</i>	
	<i>production</i>	<i>1945-46</i>	<i>Production</i>	<i>Demand</i>
	<i>(Million metric tons)</i>			
Nitrogen (N)	2.2	1.6	2.4	3.3
Phosphoric Acid ( $P_2O_5$ )	3.4	3.1	4.1	5.5
Potash ( $K_2O$ )	2.4	2.1	3.2	3.3

The 1945-46 and 1946-47 figures are subject to revision, especially in the case of phosphate, for which the 1946-47 figures are based largely on the demand for and estimated production of phosphate rock.

To reach the estimated production levels for 1946-47 favorable conditions will have to be prevalent throughout the world. For instance, it has been assumed that Germany will produce 200,000 tons and Japan 260,000 tons of nitrogen. It is doubtful if these figures will be realized. Similarly, for potash production to reach 3.2 million tons of  $K_2O$  for 1946-47, Germany's output during the coming year will have to be 1.5 million tons, a figure that may be altogether too optimistic.

Substantial increases in nitrogen output could be realized if the nitrogen-production capacity in Germany and Japan were fully used. Some 400 to 500 thousand tons more nitrogen per annum could also be produced if the full synthesizing capacity of the United States Government nitrogen plants were utilized; but before this could be done, additional equipment and additional facilities for converting the raw ammonia to fertilizer material would have to be installed.

In general the fertilizer picture indicates that supplies will be short in every major producing area in the world, with the demands



or stated requirements of the United States and Canada being more nearly met than those for any other sizable area in 1946-47.

Stated United Kingdom and European demands for 1946-47 for the three plant nutrients are substantially above prewar levels. It is extremely doubtful that these demands can be met. One of the chief problems is the extent to which the fertilizer industry in Germany will be rehabilitated. Supplies of basic slag, which before the war was a very important source of agricultural phosphate in Europe, are also expected to continue to be extremely short through 1946-47.

In Australia, New Zealand, and the Union of South Africa it is phosphates that are chiefly required. Before the war the phosphate rock deposits at Nauru and Ocean Islands were by far the most important sources of phosphates for Australia and New Zealand. Owing to war damage, the output of rock from these two sources will be only a fraction of what it was before the war. Thus these two countries are obliged to continue presenting heavy claims on other supply areas.

In China, Egypt, India, Korea, and the Netherlands East Indies, nitrogen is the great problem. With negligible indigenous production of this plant nutrient, these countries have to depend on what exporting countries can spare them. Importation of large quantities of the three plant nutrients into Japan is considered necessary by the United States controlling authorities.

#### IV. AGRICULTURAL REHABILITATION

Very large areas of the world have been greatly disturbed in their normal food production by the exhaustion and devastation of the war. In many other sections agriculture is so poorly developed or poverty so interferes with the use of satisfactory production methods that just as much effort must be given to increasing production as in the war-devastated countries. All of the low-producing areas must be given consideration in any organized effort to improve food production and nutritional standards.

The liberated nations have pressed vigorously for the prompt rehabilitation of agriculture by requests for seed, fertilizer, farm machinery, livestock, food processing equipment, boats and gear for fishing, and tools and equipment for forestry, and they are now pressing for advice and the services of technical personnel.

At the same time recovery of the capacity to produce depends on many factors besides the obvious ones of restoring people to their farms and supplying them with machinery, seeds, fertilizer, etc. Some favored areas received normal supplies and encouragement during the war; others were raided repeatedly and deprived of their livestock, machinery, seed, and fertilizers, their technical and local leadership, and even their farm people. Emergency policies of limiting production in large areas to cereals and potatoes, accompanied by the drastic restrictions and reductions in livestock numbers and the



excessive slaughter of animals in famine areas, have left agriculture in many countries seriously handicapped.

The action of the United Nations in providing funds for immediate relief and for rehabilitation work has prevented untold suffering and will materially assist in the restoration of food production. It must be recognized, however, that the need for rehabilitation is confined neither to the countries in which UNRRA is now operating nor to the limited period during which that organization is expected to function. Continuing agricultural improvement is necessary in all war-devastated and underdeveloped countries if the world's production possibilities are to be fully realized.

#### V. EMERGENCY CALORIE INTAKE REQUIREMENTS

An expert nutrition committee recently convened by FAO has advised that an intake of 1900 calories a head daily represents a *minimum subsistence* level in European countries "needed to prevent the most serious undernutrition and the danger of civil unrest." This conclusion is based on both nutritional principles and recent experience. This intake level is equivalent to about 2000 calories at the retail stage, but owing to inequalities in food distribution—for example, differences in consumption in rural and urban areas—the calorie intake of some sections of the population is likely to fall below the danger point if the national average supply of calories per caput is less than 2200 at the retail level. Every effort must therefore be made, on nutritional grounds, to provide sufficient food imports to raise the national average number of calories available per caput to 2200 in countries whose indigenous food supplies are inadequate for this purpose.

The nutrition experts have also advised that calorie intake per caput for subsistence may be somewhat lower than 1900 calories a day in eastern and tropical countries generally. This conclusion is based on the smaller average size of the people in these countries, differences in age distribution and in climate, and various other circumstances. The subsistence level of calorie intake suggested is 1500-1600 a head daily. With comparatively good distribution, the national average figure that must be reached to prevent sections of the population falling below the subsistence point would be about 1900 calories at the retail stage. If total food supplies are to be sufficient to maintain the national average figure at this level, substantial food imports must move into a number of the smaller countries or areas in the Far East. Disparities in consumption in India and China are great because of their large area, differences in regional dietary habits, transport difficulties, etc.; hence, even though daily calories available per caput at the retail level were in the neighborhood of 1900 or above, these countries would probably still need considerable help in order to satisfy the urgent needs of various areas. The populations of India and China together amount to perhaps 850 million people.



A *temporary maintenance* level of calorie intake of 2200 a head daily in European countries has been put forward by the nutrition committee. Here again allowances must be made for "spread," and unless the national average at the retail stage is at least 300 calories above this, the intake of considerable sections of the population is likely to be below 2200. At this level of consumption, consideration should be given to the question of increasing protein intake. While "temporary maintenance" consumption is far from satisfactory, it will, in comparison with "emergency subsistence" consumption, allow for better growth of children, improvement in general health, and an increased output of work. The corresponding level of consumption in eastern and tropical countries may be somewhat reduced for the reasons stated in the preceding paragraph.

The nutrition committee was strongly of the opinion that consideration should be given to the nutrition requirements of countries in allocating food supplies, and it has suggested methods which will facilitate the application of nutritional principles in deciding allocation policies.<sup>10</sup>

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<sup>10</sup> Maynard, L. A., and Cassels, J. M., "A Short-cut Method for Applying Nutritional Principles to the International Distribution of Food Supplies," *Nutrition*, Report on World Food Situation, Technical Supplement No. 1, Washington: Food and Agriculture Organization of the United Nations, May 20, 1946.



# REPORT OF COMMITTEE I

on

## World Food Appraisal

Adopted by the Final Session of the Special Meeting on  
Urgent Food Problems

The Committee was asked to consider the following questions:

(a) The implications of the factual picture prepared by working groups drawn from the organizations dealing with the food crisis.

(b) Means whereby FAO with the cooperation of other organizations and governments can keep the situation under continuous review and report to governments concerned on changes in harvest prospects in any part of the world, and any other factor affecting the production and distribution of food, so that the necessary action can be taken with the minimum of delay.

1. The Committee expressed general approval of the conclusions reached in the *Appraisal of the World Food Situation, 1946-47* (issued on May 14, 1946), that the world food shortage will continue to be acute at least until the crops are harvested in 1947. It felt, however, that it was not in a position to consider in detail the data presented in the *Appraisal* of May 14 and the technical supplements which were prepared by FAO for the Meeting. It drew attention to the fact that the forecasts of food supplies assumed "reasonably favorable" weather conditions until the 1946 harvest, and that the situation might turn out to be worse than the report indicated. The Committee noted that the report assesses the order of magnitude of the food deficits in the main importing areas on a regional basis, but does not estimate the requirements or exportable surpluses of individual countries or make forecasts of effective demand.

2. Being of the opinion that such surveys are essential in any effective approach to the current food crisis,

The Committee RECOMMENDS

(a) that an international food, agriculture, and fisheries service should be created to which should be entrusted the task of preparing such appraisals, providing complete and accurate information about the current aspects of the world food situation, and keeping that situation under continuous review;

(b) that the Director-General of FAO should be requested to establish this service, to be called the *FAO Research and Information Service*, as a matter of immediate urgency;



The personnel of the Service should be recruited on a wide geographical basis, in order to include individuals with special knowledge of different regions.

(c) that the FAO Research and Information Service should publish its first appraisal of the world food situation, in sequence with the appraisal presented to this Meeting, between September 1 and 15, 1946;

By that time the size of the 1946 harvest in the Northern Hemisphere will be approximately known and this will make it easier to forecast trends in the world food situation during the ensuing year.

(d) that, in order to improve the accuracy of this appraisal, governments should be asked to comment on figures and estimates included in the *Appraisal of the World Food Situation, 1946-47* of May 14, 1946, with which they are specially concerned;

(e) that subsequent appraisals should be made quarterly at least as long as the world food situation remains serious, the same procedure being followed with regard to obtaining comments from governments as is suggested in (d).

3. With regard to the functioning of the FAO Research and Information Service,

#### The Committee RECOMMENDS

(a) that the methods of establishing and running the Research and Information Service should be worked out by FAO itself, which must make the best use of all available facilities and sources of information, every effort being made to ensure that its reports are as authoritative as possible;

The Committee felt that the minutes of its discussions would be of guidance to the Director-General in undertaking this task.

(b) that FAO should acquaint governments as to the kind of information required; this will include estimates and forecasts of food production and utilization, data about stocks and rations, and all other material, published or unpublished, relevant to the emergency food situation;

(c) that FAO should, in consultation with the international allocating body, request governments to arrange for the collection and rapid transmission to FAO of the information needed by the Research and Information Service;

(d) that contact between the FAO Research and Information Service and the appropriate agencies in the countries concerned should be established;



This contact should be as direct as possible, subject to governmental arrangements in different countries.

- (e) that the assistance of intergovernmental and governmental agencies at present engaged in making studies of various aspects of the world food situation should be sought by FAO;

Arrangements should be contemplated whereby these agencies would make timely information available to the FAO Research and Information Service. This would be a matter for negotiation between FAO and the organizations concerned.

- (f) that, since in the collection and analysis of statistical material, questions will arise from time to time which cannot be settled at the headquarters of the FAO Research and Information Service, and supplementary information will be needed to appraise satisfactorily the food situation in certain areas, arrangements should be made for members of the Research and Information Service to visit countries for the clarification of problems, the adjustment of difficulties, and facilitating generally the flow of statistical information;

Special inquiries and conferences on food consumption and the state of nutrition of populations might be arranged, with the collaboration of the governments concerned, in areas in which the food situation was suspected to be particularly serious.

- (g) that, to ensure that satisfactory information, prepared on a uniform basis, is made available to governments and international bodies, the FAO Research and Information Service should undertake any necessary analysis of relevant material, and use its best judgment in interpreting all available data. In cases in which governments are not in a position to transmit timely and adequate data, the FAO Research and Information Service should make the best possible estimates for inclusion in its appraisals of the food situation.

4. The Committee feels that its recommendations are in general consistent with those of the Statistical Committee of the FAO Conference, Quebec, October 1945, and of the Informal Meeting of Experts on Statistical, Scientific, and Technical Information Services, London, April, 1946.

5. The Committee assumes that one of the principal functions of the FAO Research and Information Service will be to supply the International Emergency Food Council (IEFC) with all the information about the food situation in its various aspects which it has at its disposal. Information available to that body should similarly be supplied to FAO.



6. FAO should make available to IEFC not only the assistance of its Research and Information Service but also all the scientific and technical resources at its command. In order that FAO may discharge its responsibility of providing objective advice, the Research and Information Service should be guided in its work by scientific principles and scientific advisers.



# REPORT OF COMMITTEE II

on

## Conservation and Expansion of Supplies

Adopted by the Final Session of the Special Meeting  
on Urgent Food Problems

### INTRODUCTION

1. The Committee divided its work as follows:

- (a) A review of the 1946-47 position; with recommendations for utilizing the 1946 harvest supplies in such a way as to avoid repetition during 1947 of the shortages and famine which occurred in 1946.
- (b) Consideration of the measures which can be adopted to make the 1947 harvest as large as possible and thereby increase the food supplies available during the year 1947-48.
- (c) Preparation of proposals regarding the principles which may be adopted in the procurement, collection, allocation, and distribution of foodstuffs in short supply.

2. So far as the 1946-47 position is concerned, it is recognized that no further efforts on the part of producers can increase the 1946 harvest in the Northern Hemisphere with respect to acreage or the growth of crops. The utmost that can be done is to ensure that the harvest is utilized to the maximum extent in the provision of food for human beings. The *Appraisal of the World Food Situation, 1946-47* indicated that during that year there will be a gap of not less than 10 million tons of food, in terms of wheat equivalent, between supplies and requirements. It is to be observed that crops will not be harvested in the Southern Hemisphere and in the East until the beginning of 1947, so that it is difficult to estimate their size at the present time. The gap can be closed only if economies in the consumption of grains are enforced throughout the whole of the crop year. Nothing could be more disastrous than for countries to assume that, once the 1946 harvest has been gathered, there is no longer any necessity for further economy, and that the grain from the 1946 harvest can be used without restriction for consumption by human beings and animals.

3. Economies can be effected by such measures as increasing the extraction rate for flour, the dilution of wheat or flour by other grains and by potatoes, the rationing of bread, the control of the domestic distribution of flour, and various other measures. It is clear, however, that such expedients will not fill a gap of the order of 10 million tons.



4. Of all the measures which can contribute toward this end, the most important is the further curtailment of the use of wheat and other grains for the feeding of animals.

5. The Committee has also examined the position in regard to other foodstuffs (particularly rice, potatoes, pulses, fats, sugar, fish, and dairy products), and makes recommendations regarding the production and utilization of these foodstuffs.

6. So far as the 1947 harvest is concerned, the Committee submits a number of detailed proposals for increasing the supplies of food products. Fertilizers, seeds, and equipment are all urgently needed. Producers need reassurance that the special efforts they may make now to increase output will not be to their detriment in years to come when the possibility of surpluses may become a real danger.

7. Recommendations on all these matters are included in this report.

8. A separate section of the Committee's report deals with the principles and policy to be adopted by individual countries and by the International Emergency Food Council—IEFC—which is being proposed by Committee III—in regard to the production, collection, procurement, allocation, and distribution of foodstuffs. This Committee has not concerned itself with the machinery to be established for carrying out such principles and policy. But the principles and policy to be adopted by IEFC bear directly upon the other measures suggested by the Committee for securing the maximum utilization of the 1946-47 crop and the greatest possible output from the 1947 crop.

9. If the measures recommended in this report are adopted forthwith and applied consistently throughout 1946-47, a repetition of the hardship and privation of 1945-46 can be largely avoided and the first steps taken toward the achievement of an improvement in the levels of consumption and nutrition in the less fortunate countries of the world.

## I. 1946-47 CONSUMPTION YEAR

### 1. Flour extraction rates

The Committee RECOMMENDS

(a) that for the food-consumption year 1946-47 extraction rates for wheat and rye should be not less than 85 percent in all countries;

(b) that in cases where, for special reasons, certain countries will find it impracticable to introduce an extraction rate as high as 85 percent, the governments concerned should report the relevant circumstances to IEFC and indicate what other measures are



being taken, as an alternative to raising the extraction rate, in order to achieve comparable economies in the use of food grains.

## **2. Rice milling**

The Committee RECOMMENDS

that in the consumption year 1946-47 all rice should be milled as lightly as possible in order to make maximum quantities available for human consumption.

## **3. Industrial uses of grains**

The Committee RECOMMENDS

(a) that during the consumption year 1946-47 the use of grains for beverages and other nonessential purposes be kept at the existing low levels and where possible be still further reduced; and

(b) that the countries report to IEFC what reduction in the use of cereals for this purpose they proposed to introduce for 1946-47, indicating the quantity of grain which will be saved by these means, and stating the quantities used for the same purpose in 1946-47 and in an earlier year when no restrictions on the use of grains for these purposes were operative.

## **4. Regulation and restriction of the human use of grain**

The Committee RECOMMENDS

that all countries should maintain or adopt measures enabling them to exercise an effective control over the importation, procurement, collection, distribution, and consumption of grain and grain products, so that in the event of its being necessary to curtail the use of wheat and other grains at short notice the necessary machinery will be in existence and any reduction in consumption can be made immediately. In this connection countries should consider the advantages of bread rationing, the curtailment of flour issues at source, and other measures, so that they can adopt methods of control specially suited to their own circumstances.

## **5. The addition of supplements to wheat flour**

The Committee RECOMMENDS

(a) that wheat flour used in various forms for human consumption should be supplemented, to the extent of not less than 5 per cent, by other grain products, potato flour, fresh cooked potatoes, etc; and

(b) that, should any country find it impracticable to add supplements to the extent proposed, the governments concerned should explain the relevant circumstances to IEFC.



## 6. Livestock feeding

The Committee recognizes

(a) that so long as the present world shortage of grain continues it is essential that grain should be used in ways which supply the greatest proportionate food-energy value and that this involves (i) the maximum possible diversion of grain from livestock to direct human consumption; (ii) the maximum use for animals of pasture and fodder other than grains suitable for human consumption; (iii) insofar as grain is made available for animals, priority in supply for those animals which use grain to the best advantage; (iv) the avoidance of waste caused by inefficient feeding, particularly by under-feeding and overfeeding; and

(b) that when the shortage has been overcome the next steps will be (i) for countries to secure the production of a greater variety of foodstuffs and more balanced farming, and (ii) for the allocation authority, as soon as feed grains are again made available, to give special attention to countries in which herds and stocks have been greatly depleted owing to the war. It is stressed that short-term objectives must be achieved with the least possible prejudice to long-term policy and general economic rehabilitation.

The Committee accordingly

### RECOMMENDS

(a) that each country should take such measures as, in its particular circumstances, are best fitted, to secure that during the crop year 1946-47 (i) bread grain is not fed to livestock except where, owing to the special circumstances of a particular country, no food would be gained by enforcing such a prohibition, (ii) the maximum use is made of pasture, hay, straw, and other bulky fodder and waste products, (iii) dairy cows producing milk wholly for general human consumption and draught animals receive priority in any necessary feeding of coarse grains, (iv) second priority should be given to the maintenance of a nucleus of high quality breeding stock of all kinds, (v) the feeding of grain to other stock, especially pigs and poultry be reduced to the minimum, (vi) adequate publicity be employed to encourage the adoption by producers of the policies referred to above;

(b) that special attention be given to securing that the 1946 harvest is not dissipated, in the early months after it has been reaped, by livestock feeding, contrary to the recommendation in (a) above;

(c) considers that these objects can best be secured by price policy, by control (and where practicable rationing) of concentrate feed, by salvage and distribution of unavoidable waste suitable for stockfeeding, and by information services and publicity methods;



## RECOMMENDS

(d) that price policy should aim at encouraging (i) the sale of crops and milk for direct human consumption as against livestock products other than milk, (ii) the feeding of meat-producing animals to produce the maximum quantity of meat in relation to the amount of grain fed, without undue regard to quality, and (iii) the slaughter of stock which cannot be economically fed;

(e) considers that if rationing of concentrates and the international allocation of feed grains for food are to be effective they must be combined with control of the retention and disposal of these commodities whether imported or home produced;

## RECOMMENDS

(f) that each country should encourage by publicity the salvage of unavoidable waste products such as swill and should institute or maintain a system of collection and sterilization of such products and their distribution to livestock producers;

(g) that each country should encourage the production of feed crops on land not suited to bread grain or other essential food crops;

(h) that each country should at such times and in such forms as may be requested by IEFEC supply to it information in regard to the feeding of grain to livestock and the extent to which, and the methods by which, such country is carrying out the above recommendations, or information as to why a particular recommendation is inapplicable to its case; and finally should report to IEFEC as early as possible what additional quantity of grain it can arrange to make available for human consumption in 1946-47 as a result of implementing the recommendations listed above; and

(i) that the Food and Agriculture Organization of the United Nations assemble and make available to Member governments technical information in its possession in regard to possible economies in the feeding of livestock.

## 7. Wastage

The Committee RECOMMENDS

that all countries should immediately undertake special campaigns, adjusted to the particular situation in each country and involving the use of all available administrative and educational resources, to reduce losses and waste of food in all forms including:

(a) Losses on farms;



(b) Losses due to infestation of stored food by rats, mice, insects and mites, and mold fungi; and

(c) waste by consumers in homes, institutions, and public eating places.

The Committee notes with satisfaction that FAO is already undertaking a study of the problems of food wastage. It emphasizes strongly the importance of making sufficient supplies of fumigants and pesticides available.

## **8. Stocks**

The Committee RECOMMENDS

(a) that governments reduce their current stocks of all foods and, in the case of crop products, their carry-over stocks to the minimum necessary to maintain regular distribution; and

(b) that governments refrain from any replenishment of stocks during 1946-47 above that minimum level, subject to the provision of 9. (f).

## **9. Acquisition and handling programs**

Large additional quantities of food, especially grain, will have to be mobilized in 1946-47 to close the gap between supplies and needs. It will be extremely difficult to obtain such supplies if action is deferred till later in the consumption-year, and there will be danger of distortion of prices unless such supply programs are carefully coordinated. The movement of large additional quantities of grain will create serious problems in transportation to seaboard and in shipping. There are important advantages in storing foodstuffs as near to the points of consumption as possible, provided the use of such stocks can be judiciously regulated by responsible authorities.

The Committee RECOMMENDS

(a) that IEFEC immediately determine how large a quantity of grain will be required to meet the 1946-47 gap, over and above assumed exports;

(b) that IEFEC consult with the governments concerned to ensure that the necessary additional quantities of grain are acquired by appropriate agencies immediately after harvest;

(c) that steps be taken by governments, severally or in cooperation, to ensure that prices of these or related products are not upset by these emergency measures;

(d) that governments when necessary take special steps to transport to points of shipment or consumption sufficient quantities of food to cover the winter period of interrupted transportation;

(e) that if necessary governments should consider as an emer-



gency measure, to ensure the movement of this food, the utilization of shipping that might otherwise be out of commission;

(f) that IEFEC should immediately ascertain the quantities and kinds of foods that could usefully be stored in deficit countries early in the consumption year, and the countries requiring supply more regularly throughout the year.

## **10. Potatoes**

The Committee has been reminded of the important role of potatoes in the diets of many peoples. Although no further action can be taken at this stage to increase the 1946 harvest, nevertheless important steps can be taken to make a larger quantity of this food-stuff available for human use.

The Committee therefore, RECOMMENDS

(a) that governments give consideration to acquiring the crop and to the control of harvesting, distribution, and consumption;

(b) that governments discourage the harvesting of main-crop potatoes before they are fully matured except in countries producing two or more potato crops annually;

(c) that the use of edible potatoes for alcohol and other industrial purposes be drastically curtailed and where possible prohibited (where potatoes are still used for these purposes full information should be supplied to IEFEC);

(d) that potatoes be fed to livestock only in cases where it is impossible to make them available for human consumption;

(e) that where necessary governments make special arrangements to provide transportation of potatoes to urban centers before the beginning of winter in quantities sufficient to last through the cold period;

(f) that any necessary additions to storage facilities needed to carry out the above program be put in hand immediately; and

(g) that countries with surplus potatoes that cannot readily be exported be encouraged to mix potatoes into bread and so free grain for export.

## **11. Peanuts and pulses**

The Committee notes that large quantities of the above products (before or after the extraction of oil) are currently fed to livestock. It is informed that the residues of peanuts and soybeans after extraction of oil can be effectively used in bread and other food products and it believes it desirable that such uses should be widely encouraged.



The Committee therefore RECOMMENDS

- (a) that peas, beans, and other pulses be as far as possible diverted from livestock to human consumption;
- (b) that soybean or peanut cake, after the extraction of the oil, be converted on as large a scale as possible to flour or grits for human use; and
- (c) that governments encourage the use of these products in the making of bread and other commonly used foodstuffs.

## **12. Fats**

The Committee is aware of the grave shortage of fats of both vegetable and animal origin in prospect for 1946-47. It believes that supplies for human consumption can be augmented by diverting certain quantities from industrial uses and by improving technical processes with the object of extracting increased quantities of oil from oilseeds and nuts.

The Committee therefore RECOMMENDS

that governments make arrangements to divert as much oil and fat as is feasible from the production of toilet soap, paint, varnish, and other nonfood products to the production of foodstuffs, and that they report to IEFEC on the economies which will thereby be effected.

## **13. Sugar**

The Committee, having regard to the world shortage of sugar in prospect for 1946-47 and probably for a longer period,

RECOMMENDS

- (a) that, so far as is consistent with the internal economy and social conditions of the countries concerned, governments keep at existing low levels, and where possible further reduce, the use of sugar, sugar-cane juice, or sugar beet, for the production of alcohol and for nonessential industrial uses, and that, if in any case this be impracticable, it shall be so reported to IEFEC; and
- (b) that ways be developed of using molasses on a wider scale as human food.

## **14. Fish**

The Committee has heard statements concerning some unsold supplies of fish and fish products, mainly in certain European countries. It understands that these are largely the result of inadequate transportation facilities on the European continent. It has heard also that more herring could be caught and a larger proportion of herring catches diverted from industrial use to human use if secure markets could be found. It has been informed that the EECCE has a special committee studying these problems.



Efforts to increase supplies in the coming season and to expedite the rehabilitation of fishing fleets inevitably raise wider issues which affect the longer term prospects of the fishing industry. This is a world-wide problem and one on which many governments would appreciate some guidance.

The Committee therefore RECOMMENDS

(a) that the EECE be asked to continue its work concerning fisheries throughout 1946-47; and

(b) that FAO be asked to undertake a study of the longer term fisheries' problems including impediments to international trade in fish and fish products, the dangers of overfishing, and the possibilities of overinvestment in fishing fleets and fish-producing facilities.

## **15. Dairy products**

The Committee realizes that during 1946-47 there can be little increase in the total supplies of milk, if the Committee's recommendations regarding feedstuffs are implemented. It may, however, be possible to augment supplies by reducing the amount of whole milk fed to calves and by diverting other milk products from animal to human consumption. This relates particularly to dried skim milk and skim milk cheese.

The Committee RECOMMENDS

(a) that dairy cows should have prior claims on any available supplies of feedingstuffs and that emphasis should be placed on the production of milk for sale for general human consumption;

(b) that governments develop programs to obtain a substantial diversion of skim milk from animal feeding to human consumption in various forms; and

(c) that FAO should make a study of the question of increasing the production of skim milk products, and the marketing problems involved, in both their short- and long-term aspects.

## **16. Food and agricultural policy**

The Committee, having noted with appreciation the measures which have already been taken by the various governments to husband the available supplies of scarce foodstuffs,

RECOMMENDS

that during the emergency period no material relaxation should be made in these economy measures and that where necessary, the governments concerned should seek the necessary constitutional or legislative authority for maintaining them.

## II. 1947-48 CONSUMPTION YEAR

### 1. Acreage of food crops

The Committee has noted with satisfaction the measures recently introduced by various countries for increasing the production of bread grains during 1947. Such measures comprise directions to farmers, guaranteed prices, and revision of price differentials to encourage wheat production. The Committee urges that all countries should consider whether by similar measures, taking into account special circumstances, further increases in the production of bread grains can be achieved.

Countries should further consider which crops under their own particular circumstances (whether grain, sugar beet, pulses, oilseeds, or potatoes) will produce the maximum amount of food per acre for general distribution to consumers, and should endeavor to adjust their agricultural policies accordingly.

In returns to be made to FAO, full information regarding proposed production programs should be supplied as soon as possible.

### 2. Rice

Rice is a food of the utmost importance since it is the staple cereal of Far Eastern countries whose populations constitute more than half of the world's total population. The decline in production which the war has brought about in certain countries emphasizes the need to stimulate increase in production, both in importing countries such as India and China which produce large quantities of rice for their own consumption, and in the exporting countries. Among methods of achieving this in the latter is the provision of simple necessities of life beyond the cultivator's ability to produce for himself, such as cotton textiles and thread, edible oils and fats, medicines, and fishing nets and hooks. Such consumer goods provide an incentive to the cultivator to increase production; if they are not available money will of itself be no inducement. Agricultural implements, barges for transport, pumping units, and spare parts for milling machinery are also urgently required to increase production and facilitate distribution.

#### The Committee RECOMMENDS

that in order to increase world supplies of rice every effort should be made to supply the above mentioned needs in rice-producing countries whose overall contribution to world food production can be so great.

### 3. Agricultural supplies

Recognizing that the mere extension of acreage will not secure maximum production unless special steps are taken to provide producers with auxiliary materials to ensure the greatest yield per acre,



## The Committee RECOMMENDS

(a) that the farm machinery industries should be asked for their fullest cooperation in securing the largest possible number of sowing, cultivation, and harvest machines and the tools and spare parts for these machines;

(b) that having regard to the importance of tractors, all countries which have production facilities should be urged to increase their production during the next twelve months and to make available for export as large a number as possible;

(c) that the chemical industries should be asked for their utmost help in supplying the maximum quantities of pesticides, including the most recent discoveries in pesticides, so that the losses of crops through pests and insects can be kept at a minimum;

(d) that every effort should be made to increase the production, to speed up the distribution, and to economize the use of fertilizers, with special attention to arrangements for the maintenance and development of nitrogen plants for the period of the emergency;

(e) that priorities should be given to the transportation of fertilizers so that they reach the farms in the appropriate time for dressing and sowing; and

(f) that fertilizers should be used for the production of essential foodstuffs before they are devoted to the production of other crops. Countries should report to IEFC as to their fertilizer control and distribution policies and the crops on which fertilizers are being used.

### 4. Seeds

In order that shortage of suitable seeds should not limit the planting programs of any country, the Committee urges all governments, whether importers or exporters of seeds, to cooperate in providing adequate quantities of suitable seed at the appropriate times. To ensure that supplies are available, importing countries must state their requirements as early as possible. The Committee further urges IEFC to inquire from governments the extent to which grain-seed stocks have been consumed as food in the present emergency and to consult with governments on ways of immediately replacing such stocks, if necessary on a loan or exchange basis. Priorities should be given to the transportation of seeds so that they reach farmers in time for seeding and planting.

### 5. Fats

The Committee has reviewed the sources of supply of fats, whether of vegetable, animal, or marine origin. It assumes that the scarcity of feedingstuffs will inevitably result in a shortage of animal fats con-

tinuing through 1947-48. It notes the heavy fall in export supplies of vegetable fats, particularly from Far Eastern sources. It has been informed also of the disappointing results of the recent whaling season and of the shortage of factory ships. In order to secure all possible action on increased fat supplies for 1947-48,

**The Committee RECOMMENDS**

(a) that attention of the appropriate authorities in Far Eastern territories should be called to the need for great efforts to expand the exportable supplies of fats and oils, and in this connection, to the need for rapidly improving transportation facilities and for providing a larger volume of consumer goods;

(b) that the authorities responsible for oilseed-producing territories in Africa should give urgent attention to increasing the flow of consumer goods, especially cotton textiles, in order to stimulate a greater output of oilseeds;

(c) that countries having supplies of cotton seed should develop programs for using a larger proportion of the supply for the extraction of oil; and

(d) that in order to increase supplies of marine oils during the period of the emergency, the governments signatory to the International Whaling Agreement should (i) ensure a rapid increase in the number of factory ships and other equipment, (ii) seriously consider modifying the said Agreement in ways which will facilitate more abundant catches, and (iii) cooperate in the provision of technical personnel and equipment in order to obtain the maximum increase in all waters where whaling is permitted.

**6. Dairy products, meat, and eggs**

The Committee realizes that the shortage of feed supplies will make it especially important for livestock policies to be carefully conceived. It will not be possible to meet the world's demand for livestock products in 1947-48.

**The Committee therefore RECOMMENDS**

(a) that dairy cattle producing milk used for general human consumption should have first priority in the allocation of available feed supply, owing to the nutritional importance of milk; and

(b) that the remaining supplies of feed should be so distributed as to secure the maximum output of livestock products, taking into account the needs of economic rehabilitation, and the geographic and other circumstances of each country.

**7. Fear of surpluses**

The Committee has noted the suggestion that the fear of surpluses might hamper the full cooperation of food producers in pro-



duction programs for 1947. Although at the moment farm prices are, generally speaking, remunerative and although a number of governments have price support programs in operation, nevertheless food producers in many countries fear that satisfactory prices may not continue beyond the period of shortage. The Committee attaches importance to creating a feeling of confidence in regard to price stability. It believes that ultimately the problem of surpluses can only be resolved within the framework of an expanding world economy including full employment and maximum industrial production at home, expansion in international trade, the stabilization of currencies, and the resumption of international lending. Nevertheless, national guarantees of price stability need to be supplemented by international measures to serve the same end.

The Committee therefore RECOMMENDS

(a) that FAO be asked as a matter of urgency to study the problems of agricultural surpluses and the means which might be employed to dispose of them, bearing in mind the principles enunciated at the Hot Springs Conference and consulting such other United Nations agencies as may be concerned; and

(b) that in order to allay as far as possible the fears of producers respecting future surpluses, FAO be asked to report its findings to the next session of its Conference.

## **8. Incentives and price policy**

The Committee appreciates that in the present emergency very great demands are being made upon producers, both to increase production and to change in some cases the pattern of production in order to meet the special needs of this period. It is confident that producers will continue to respond to all appeals as generously as they have done hitherto. It believes, however, that producers have a right to expect fair treatment not only at present but also in the future. It has already made a recommendation, which should give confidence to producers, that the problems of eventual surpluses should be given active consideration. To those assurances it wishes to add further assurance concerning the returns received by agricultural producers in all parts of the world. It affirms the principle that agricultural producers and workers are entitled to a fair return for their labor. It urges governments which have not yet done so to take steps to assure agricultural producers and workers a satisfactory standard of living. But the problem is also an international one.

The Committee therefore RECOMMENDS

that FAO study the international aspects of the problems of securing reasonable and stable returns to agriculture in ways consistent with technological developments and a flexible world economy, and that FAO report its findings at as early a date as possible to its Member governments.

### III. PRINCIPLES OF COLLECTION, PROCUREMENT, ALLOCATION, AND DISTRIBUTION OF FOODS IN SHORT SUPPLY

1. The Committee recognizes that it is not concerned with inter-governmental machinery for procuring and allocating foods in short supply. This falls within the terms of reference of Committee III. The Committee has, however, considered the principles which should be adopted by whatever body is established for this purpose.

2. There are two aspects of procurement, the national and the international. With regard to the former, the Committee is informed that wartime food controls are being maintained or even reestablished in a number of countries.

#### The Committee RECOMMENDS

that wartime controls should be reestablished or maintained as long as shortages continue so that maximum quantities of home-produced and imported grains, and other foods in short supply, should be available for distribution in accordance with government policy.

3. With regard to international procurement,

#### The Committee RECOMMENDS

(a) A system should be developed whereby the disorderly competitive buying by countries of foods in short supply is eliminated and procurement undertaken in a coordinated manner to provide fair participation to all claimant countries. This need not necessarily call for the establishment of international trading boards or corporations authorized to purchase surplus stocks or to obtain supplies for relief or other special purposes. Coordinated buying might be continued along the lines at present being followed, whereby one organization or one government acts as purchaser on behalf of other countries, within the framework of the international allocating body. The supplies purchased should be allocated in accordance with the recommendations of that body and the allocation principles referred to later.

(b) Since present methods of procurement for export are not fully satisfactory, exporting countries should take responsibility for seeing that the supplies which they have reported for export are made available to buyers. Should a producing country declare that a particular quantity of any given food represents its exportable surplus for allocation, it is desirable that the declaration be accompanied by information as to how this surplus has been determined. In particular, the country should state what quantities are being retained for home use and the general purposes to which these quantities are being devoted.

(c) In implementing the procurement and shipment of allocated foodstuffs, supplying governments or procurement agents shall



to the greatest practicable extent frame their programs in such a way as to assure equity between claimant countries and, in the event of there being a shortfall, endeavor to distribute it proportionately among the several claimants. Further, supplying governments or procurement agents shall report to the IEFEC at frequent intervals on progress in shipments against the allocations of all claimants and, where any particular country has received a disproportionately low share, readjustment should be made in a subsequent period.

(d) With regard to the internal collection and procurement of food, the Committee notes that in a number of countries the Boards which have been established to collect the food produced are to be maintained in operation. Reference was made to the procedures in vogue in certain countries by which national bodies undertake the purchase of the entire quantities of certain foods marketed by individual producers. As long as shortages continue such arrangements should be maintained, and other countries should consider the desirability of adopting similar arrangements so that the maximum quantity of supplies may be directed into the most useful channels and made available for international allocation.

(e) It has been stated that food distribution is not adequately controlled in certain important importing countries. Strict controls should be maintained to ensure that where grain is supplied to a claimant country for human consumption it is not diverted for use as feed for animals, and also to ensure that home-produced food grains are not used for this purpose. There are, of course, many other aspects of internal food distribution which are of the greatest importance, and to which most careful attention must be given by the countries concerned.

4. Whatever intergovernmental allocating body is established, the Committee recommends that it should follow certain general principles in recommending particular allocations. The Committee does not, however, consider that a rigid formula for allocation would be appropriate, since it is important that flexibility should be maintained and allocations adjusted in accordance with the varying circumstances of supply and requirements.

The Committee RECOMMENDS, however, that the allocating body should be guided *inter alia* by the following:

- (a) the comparative needs of different countries from the nutritional standpoint;
- (b) the levels of prewar consumption in the different claimant countries;
- (c) the need to maintain emergency subsistence levels of consumption in importing countries;

(d) the extent and duration of undernutrition, whether due to circumstances produced by the war, such as occupation or devastation, the effects of drought, or other causes leading to food shortages;

(e) the extent to which the governments of importing countries are effectively carrying out policies to secure maximum food production, and the efficient procurement and utilization of available supplies for consumption by human beings; and

(f) the quantities of food available in each country, which should be reported to IEFEC together with information as to the basis on which the figures have been calculated.

#### 5. The Committee further RECOMMENDS

(a) an attempt should be made to coordinate the allocation of supplies of the different foods, and the latter should not be considered individually and in isolation;

(b) while account should be taken of the desirability of maintaining or reestablishing normal trade between different countries, considerations of urgent need should be paramount—it is more important to provide food for starving people than to maintain or reestablish trade relations between different countries;

(c) financial difficulties should not be allowed to hamper arrangements for providing food to countries in the most urgent need;

(d) in connection with the allocation of fertilizers, food, and machinery, due weight should be given to the return contribution which countries can make to supplies for allocation of foods of which there is a world shortage;

(e) account should be taken of the facilities possessed by countries for processing certain foods.

6. The objective of the new intergovernmental allocating body should be to develop a sense of corporate responsibility between the different countries in respect of the needs of other countries as well as their own. Member countries of the allocating body should accept the full responsibility of implementing the recommendations to which they have agreed.



# REPORT OF COMMITTEE III

on

## Future Machinery

Adopted by the Final Session of the Special Meeting  
on Urgent Food Problems

COMMITTEE III considered the existing temporary machinery in the field of food and agriculture with a view to making recommendations on any extension, modification, and coordination needed. In particular, the Committee directed its attention mainly to the emergency machinery for allocation of foodstuffs in short supply, and agreed to recommend the establishment of an International Emergency Food Council to replace the Combined Food Board. The Committee agreed that the future of the United Nations Relief and Rehabilitation Administration was a matter for the Council of that body to decide but recognized the importance to the Food and Agriculture Organization of the United Nations of certain aspects of UNRRA's work and recommended that close collaboration be maintained by those two organizations.

The Committee recognized the need for providing for longer term machinery but decided that it was beyond the competence of the Special Meeting on Urgent Food Problems to consider in detail any plan for such an organization. The Committee took note of the fact that the Director-General of FAO is examining the need for establishment of a longer term organization and requests him to present his findings both to the Conference of FAO at its next session and to the United Nations.

### I. RECOMMENDATION ON UNRRA

#### The Committee

agreed that the question of the future of UNRRA, established as a temporary organization, was a matter for the UNRRA Council to determine but recognized that there may still be need for carrying on certain of its functions after its termination. While it will be for the General Assembly of the United Nations to recommend whether any of the specialized agencies shall assume responsibility for these, the Committee wishes to call attention to the interest of FAO in agricultural rehabilitation and therefore

#### RECOMMENDS

that FAO and UNRRA should maintain close cooperation and coordinate their work in agricultural rehabilitation in order to effect a smooth transition from the short-term program to the long-term objectives of FAO.

## II. RECOMMENDATIONS FOR THE FORMATION OF AN INTERNATIONAL EMERGENCY FOOD COUNCIL

### The Committee

is convinced that the present food emergency will continue for some considerable time and that adjustments are required to the existing international machinery for dealing with foodstuffs in short supply. The Committee has had before it proposals presented by the three member governments of the Combined Food Board, i.e., the United States, the United Kingdom, and Canada. It has discussed these proposals and suggestions made by other governments and international organizations and

**RECOMMENDS** to all the governments concerned

that there be established an International Emergency Food Council, which shall be constituted as follows:

#### 1. Functions and duration

The functions of the Council shall be:

(a) to consider, investigate, inquire into, and formulate plans with regard to, any question in respect of which the member governments have, or may have, a common concern, relating to the supply and distribution, in or to any part of the world, of foods, agricultural materials from which foods are derived, and equipment and nonfood materials ancillary to the production of such foods and agricultural materials, and to make recommendations to the member governments in respect of any such question. In particular, as regards recommendations for the international distribution of food, feedingstuffs, essential seeds, chemicals used in agriculture, and fertilizers in short supply, it shall be the object of the Council to put forward recommendations with respect to which international differences have been reconciled to the maximum degree possible.

(b) to work in collaboration with others of the United Nations (and with other international bodies) toward the best utilization of their food resources and, in collaboration with the interested nation or nations, to formulate plans and recommendations for the most effective use of their food resources during the present emergency.

The Council shall be entitled to receive any information available to members of the Council relating to any matter with regard to which the Council is competent to make recommendations to these governments and, in principle, the entire food resources of the member governments will be deemed to be matters about which the fullest information will be interchanged.



The Council shall continue for the duration of the shortage of basic foodstuffs. Its life shall in the first instance extend until December 31, 1947, subject to consideration before that date as to whether, as a result either of an easing of the supply situation or of United Nations organizational developments in the field of food and agriculture, the work of the Council can be terminated before December 31, 1947.

## **2. Membership**

Membership in the International Emergency Food Council shall be open to the representative of any government during such time as it is represented on any Commodity Committee of the Council. (See 5. Commodity Committees.)

## **3. Central Committee**

To ensure the efficient operation of the Council, a Central Committee shall be established with the following functions:

- (a) to consider issues of principle raised in Commodity Committees;
- (b) to assist in case of need in the reconciliation of international differences which may arise in the Commodity Committees;
- (c) to coordinate the operations of the Commodity Committees and, insofar as possible, to secure uniformity of procedure; and
- (d) to be responsible in the interval between sessions of the Council for carrying out the functions of the Council and in particular transmitting agreed recommendations from the Commodity Committees to the governments concerned.

## **4. Membership of the Central Committee**

The number of members of the Central Committee, the method of their election, and terms of office shall be determined by the Council. The membership shall include the present members of the Combined Food Board.

## **5. Commodity Committees**

The Council shall establish Commodity Committees which shall have initial responsibility for preparing agreed recommendations regarding the procurement, international distribution, and short-term adjustments in the production of the commodities dealt with by them. These Committees shall have under continuing consideration the extent to which recommendations regarding these matters which have been accepted by governments are being effectively carried out by those responsible.

In the first instance the Commodity Committees shall be those

at present existing within the Combined Food Board. They shall initially have the same membership, but it shall be the policy of the Council to ensure that the membership of each Commodity Committee includes representatives of those countries which have an important interest in the international trade of the commodity in question.

The Commodity Committees shall consider and periodically report to the Central Committee whether in their view the conditions of supply and demand of the commodity in question make it desirable to terminate individual Commodity Committees.

#### **6. Relation between the Council and FAO**

In order to coordinate the activities of FAO and the Council, the two organizations shall maintain the closest cooperation.

FAO shall be entitled to send representatives to participate in all meetings of the Council and its Central and Commodity Committees. The Council shall invite FAO to provide through its Research and Information Service for the collection and preparation of data on the world position of the basic foodstuffs, feedingstuffs, essential seeds, chemicals used in agriculture, and fertilizers, including data on the basic minimum requirements of different countries during the present emergency, and their total nutritional position.

#### **7. Relation between the Council and UNRRA**

UNRRA shall be closely associated with the Council and shall be entitled to send representatives to participate in all meetings of the Council and its Central and Commodity Committees.

#### **8. Secretariat**

The Council shall appoint a Secretary-General to be nominated by FAO and an international secretariat to work under his direction and responsible solely to the Council. The Central Committee shall make arrangements for securing the personnel to staff the secretariat on a full-time loan basis, insofar as possible from FAO.

#### **9. Procedures**

The Council shall adopt its own rules of procedure. It shall meet as required in accordance with those rules. It may set up any committees required for the performance of its functions. Periodic reports will be published regarding the activities of the Council and its Commodity Committees.

#### **10. Responsibilities of members**

In accepting membership in the Council and its Committees, governments shall make it clear that they accept the responsibilities which membership entails. These responsibilities shall include:



(a) the assurance of full cooperation in the purposes of the Council;

(b) the prompt provision of full information regarding the availability and utilization of supplies and the relevant conditions governing their disposal and utilization; and

(c) an undertaking that each member country will put itself in a position to implement all recommendations which it has accepted, seeking special national action when necessary.

The Committee further RECOMMENDS

that the Governments of the United States, the United Kingdom, and Canada arrange without delay for a meeting of the Combined Food Board to which shall be invited representatives of the governments eligible for membership in the proposed International Emergency Food Council in order that this Council may be organized.

### III. RECOMMENDATIONS ON LONGER TERM MACHINERY

The Committee,

convinced that present emergency action in the field of food and agriculture should be carried on further by providing at an early date for longer term machinery to deal with certain practical international problems connected therewith,

REQUESTS the Director-General of FAO

1. to submit to the Conference of FAO at its next session a survey of existing and proposed intergovernmental organizations designed to meet long-term problems concerned with the production, distribution, and consumption of food and agricultural products, including the risk of accumulating surpluses;

2. to make proposals to the Conference on any extension of the functions of existing organizations or on any new organization which the survey may indicate as necessary;

3. in preparing such proposals to bear in mind:

(a) the necessity of securing the widest possible cooperation between nations and between the intergovernmental agencies concerned with increasing the production and consumption of food and agricultural products;

(b) the need for effective measures to prevent a recurrence of shortages or the accumulation of surpluses of food and agricultural products and for dealing with such shortages or surpluses should they develop; and

(c) the proposals made by the representatives of governments and organizations during the course of the Special Meeting;



4. in carrying out the above request, to maintain close contact with the other intergovernmental organizations concerned, and especially the Economic and Social Council of the United Nations.

The Committee RECOMMENDS

that any conclusions of the Conference of FAO concerning the extension of the functions of existing organizations or the establishment of new organizations should be referred to the United Nations in order that guidance may be obtained on the proper relations which should be established and maintained between the various existing or proposed bodies in this field.



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